

DEPARTMENT OF PLANNING  
STAFF REPORT

---

**PLANNING COMMISSION PUBLIC HEARING**

---

**DATE OF HEARING:** July 17, 2008

**ZMAP 2008-0009—Leesburg West JLMA**

**DECISION DEADLINE:** September 1, 2008

**ELECTION DISTRICT:** Catoctin

**PROJECT PLANNER:** Rodion Iwanczuk

**EXECUTIVE SUMMARY**

The Loudoun County, Virginia Board of Supervisors, by Resolution of intent to amend adopted on June 3, 2008, seek the rezoning of +/- 437.49 acres from the JLMA-20 (Joint Land Management Area-20) and TR-10 (Transitional Residential-10) zoning districts to the PD-IP (Planned Development—Industrial Park) zoning district. Excluding 35.73 acres of land that are located in a Major Floodplain, the 437.49 acre area could develop at a maximum overall 0.4 floor area ratio and include 7,000,266 square feet of non-residential uses in a PD-IP district.

The entire property is located within the AI (Airport Impact) Overlay District, partially within the Ldn 65 aircraft noise contour, partially between the Ldn 65 and Ldn 60 aircraft noise contours, and partially outside of but within one (1) mile of the Ldn 60, as depicted on the Zoning Map. Portions of the property are also located within the FOD (Floodplain Overlay District). This application is subject to the Revised 1993 Zoning Ordinance.

The property is located on the east side of the Dulles Greenway (Route 267), on the west side and west of Sycolin Road (Route 643) and Leesburg Executive Airport, on the north side of Shreve Mill Road (Route 653) and on the south side and south of Battlefield Parkway in the Catoctin Election District. The area is governed by the policies of the Revised General Plan and the Toll Road Plan, which designate the area to the east of the Dulles Greenway for Business and Keynote Employment and Business Employment uses, respectively, and which recommend regional office and/or light industrial uses at an overall maximum density of 1.0 FAR with no residential component.

**RECOMMENDATIONS**

Staff recommends that the Planning Commission forward the rezoning (ZMAP) application to the Board of Supervisors with a recommendation to approve. The proposal conforms with the Comprehensive Plan in terms of County land use, utility, and transportation policies.

**SUGGESTED MOTIONS**

1. I move that the Planning Commission forward ZMAP 2008-0009, Crosstrail, to the Board of Supervisors with a recommendation of approval pending final Traffic Impact Study.

OR,

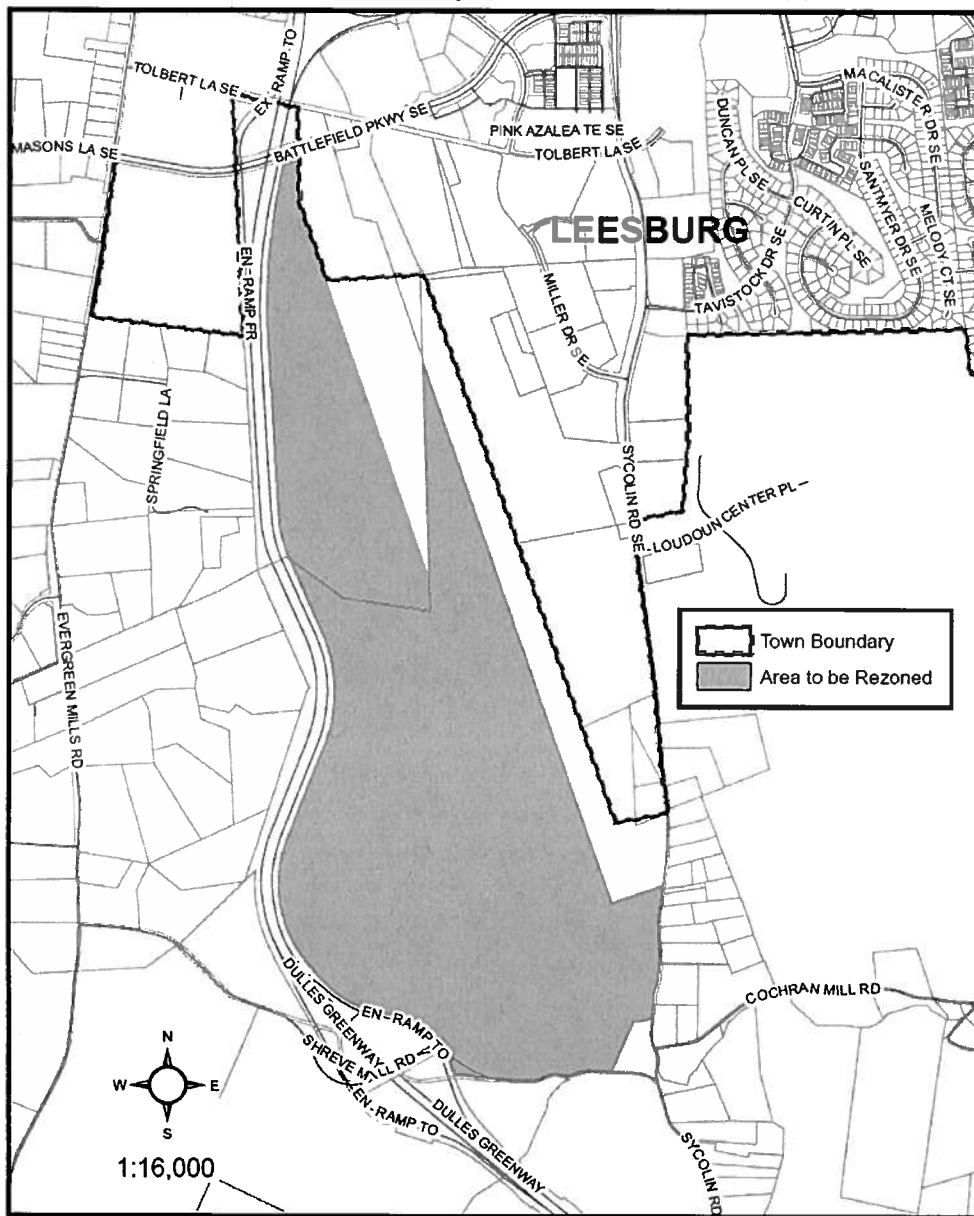
2. I move that the Planning Commission forward ZMAP 2008-0009, Crosstrail, to a worksession for further discussion.

OR,

3. I move an alternate motion.

Vicinity Map  
ZMAP 2008-0009  
Leesburg West JLMA

Map prepared by:  
Department of Planning  
Loudoun County VA  
June 2008



**Directions:**

From Leesburg, take Sycolin Road (Route 643) south past Leesburg Executive Airport to Shreve Mill Road (Route 653). Turn right on Shreve Mill Road (unpaved road) and cross bridge over Sycolin Creek. The southern end of site is on the right side of Shreve Mill Road just past the bridge. Park on the right side of Shreve Mill Road just past the bridge; property can be accessed on foot via gate on the right side of the road. Currently, there is no other vehicular access to the site.

## TABLE OF CONTENTS

<b>I.</b>	<b>Zoning Map Amendment .....</b>	<b>5</b>
<b>II.</b>	<b>Summary of Discussion .....</b>	<b>6</b>
<b>III.</b>	<b>Staff Review &amp; Recommendation .....</b>	<b>6</b>
<b>IV.</b>	<b>Findings.....</b>	<b>6</b>
<b>V.</b>	<b>Project Review.....</b>	<b>7</b>
	<b>A. Context .....</b>	<b>7</b>
	<b>B. Summary of Outstanding Issues.....</b>	<b>8</b>
	<b>C. Overall Analysis.....</b>	<b>8</b>
	<b>D. Zoning Ordinance Criteria for Approval .....</b>	<b>14</b>
<b>VI.</b>	<b>Attachments.....</b>	<b>17</b>

## **I. ZONING MAP AMENDMENT**

**PROPOSED ZMAP**                      Rezone portions of two parcels of land from JLMA-20 (Joint Land Management Area-20) and TR-10 (Transitional Residential-10) to PD-IP (Planned Development – Industrial Park). The properties are identified as PIN Nos. 234388113 (portion) and 235201426 (portion).

**LOCATION**                              East of the Dulles Greenway (Route 267), west of Leesburg Executive Airport and Sycolin Road (Route 643), north of Shreve Mill Road (Route 653), and south of Battlefield Parkway in the Catoctin Election District. The east and north sides of the site and a portion of the west side of the site are adjacent to the Town of Leesburg.

**TAX MAP/PARCEL #s**                Portion of Tax Map 60, Parcel 7B-1 (MCPI# 234-38-8113-001) and portion of Tax Map 60, Parcel 53-1 (MCPI# 235-20-1426-001).

**ZONING**                                JLMA-20 and TR-10

**ACREAGE OF SITE**                437.49 acres

### **SURROUNDING ZONING/ LAND USES**

	<b>ZONING</b>	<b>PRESENT LAND USES</b>
North	Town PRC and R-1	Battlefield Parkway, Oaklawn Development
South	JLMA-20, TR-10	Shreve Mill Road, Vacant, Residential
East	JLMA-20, Town MA	Leesburg Airport, Sycolin Road, Residential
West	AR-1, Town R-E	Dulles Greenway, Residential, Heritage HS

## **II. SUMMARY OF DISCUSSION**

<b>Topic/Issue Area</b>	<b>Issues Examined and Status</b>
Land Use	Conformance with <u>Toll Road Plan</u> , <u>Revised General Plan</u> , <u>2005 Leesburg Town Plan</u> with respect to planned land uses in the area – no issues.
Coordination with the Town of Leesburg	Conformance with Town land use policies – awaiting Town comments.
Airport Compatibility	Proposed zoning district contains uses that are compatible with Leesburg Executive Airport – no issues.
Utilities	Area proposed for rezoning is planned for utility service by Town of Leesburg – no issues.
Transportation	Completion of Virginia Department of Transportation Chapter 527 Traffic Impact Study – outstanding issue. Accessibility through area and construction of <u>Countywide Transportation Plan</u> roadways – awaiting Traffic Impact Study.
Zoning	Compliance with <u>Revised 1993 Zoning Ordinance</u> – no issues.
Economic Development	Highly-visible location, gateway to Leesburg, adjoins airport – no issues.
Fiscal Impact	Proposed rezoning does not include any development proposal, but a PD-IP district allows for more intensive, non-residential development, which generally provides a fiscally positive land use.
Existing Site Conditions	Proposed rezoning does not include any development proposal – no issues.

## **III. STAFF REVIEW & RECOMMENDATION**

The proposed zoning amendment would change the zoning district from JLMA-20 and TR-10 low-density residential districts to PD-IP, which allows light industrial and office uses; residential uses are not permitted. The proposed district is consistent with applicable land use policies of the Revised General Plan and Toll Road Plan which recommend office and/or light industrial uses in the area. The proposed uses would also be compatible with surrounding development including Leesburg Executive Airport and the Oaklawn development within the Town of Leesburg. The Dulles Greenway forms the western border of the district and two of the roadway's interchanges are located on roadways which either border or are planned to extend through the area.

Staff recommend that the proposed amendment be forwarded to the Board of Supervisors with a recommendation for approval and also recommending that the Board of Supervisors act following receipt of a Virginia Department of Transportation Chapter 527 Traffic Impact Study.

## **IV. FINDINGS**

1. The proposed amendment is consistent with the policy guidance contained in the Revised General Plan and the Toll Road Plan.
2. The PD-IP district permits 100 percent office development consistent with Keynote Employment policies.
3. The PD-IP district permits uses that are compatible with and could provide a direct service to the adjacent Leesburg Executive Airport.
4. The PD-IP zoning district does not permit residential uses.

## V. PROJECT REVIEW

### A. CONTEXT

The Loudoun County, Virginia, Board of Supervisors, by Resolution of Intent to Amend adopted on June 3, 2008, seek the rezoning of approximately 438 acres located generally between the Dulles Greenway and Leesburg Executive Airport, south of Battlefield Parkway and north of Shreve Mill Road, from the JLMA-20 (Joint Land Management Area-20) and TR-10 (Transitional Residential-10) zoning districts to the PD-IP (Planned Development—Industrial Park) zoning district. Under the area's current zoning, approximately 20 single family detached dwelling units could be built by-right.<sup>1</sup>

The area is located along the east side of the Dulles Greenway, with interchanges at both the north and south ends of the site (Battlefield Boulevard and Crosstrail Boulevard, respectively). Access to the area is contemplated via two major public roads that are included in the Countywide Transportation Plan, Crosstrail Boulevard (an ultimate six-lane divided facility to run generally east-west across the southern portion of the site between the Dulles Greenway and Sycolin Road), and Hawling Farm Boulevard (an ultimate four-lane undivided facility to run north-south through the area between Battlefield Parkway and Crosstrail Boulevard).<sup>2</sup>

The area is generally level with the southern two-thirds being wooded and the northern one-third cleared and used recently as a sod farm. Areas of moderately steep and steep slopes are also present on the southern portion of the area. The majority of the area drains to the south, toward major floodplain areas along Sycolin Creek and an unnamed tributary which joins Sycolin Creek in the vicinity of Shreve Mill Road. Smaller streams, including one area of minor floodplain, as well as areas of isolated wetlands extend northward into the area. One significant isolated wetland, best characterized as a vernal pool, is also present in the north-central portion of the area.

Future development will be guided by two distinct opportunities. The Dulles Greenway provides valuable high-visibility property at an entrance to Leesburg (or to suburban Loudoun County depending upon travel direction) that would be best developed as high-intensity regional office. At the same time an active, expanding Leesburg Executive Airport could attract and benefit from warehousing, manufacturing, and other "through the fence" businesses typical of airpark development. The PD-IP zoning district facilitates both types of development.

As the area is adjacent to Leesburg Executive Airport, the entire property is located within the AI (Airport Impact) overlay zoning district (as depicted on the Zoning Map). Aircraft frequently traverse the airspace over the site in the course of normal operations. The area has been specifically planned for non-residential uses in both the Toll Road Plan and the Revised General Plan. Recognizing the importance of operations at Leesburg Airport to the State Air Transportation System, the Revised General Plan states that the subject property "will be remapped to zoning classifications that are compatible with the Land Use Map and that are compatible with the

---

<sup>1</sup> By-right development figures are based on the area's existing zoning (excluding major floodplain that is not developable) as follows: 401.76 acres JLMA-20 (1 du/20 acres = 20 SFD residential units).

<sup>2</sup> Hawling Farm Boulevard is referred to as the "Airport Area Connector" in the Revised Countywide Transportation Plan (Revised CTP) adopted in 2001. Crosstrail Boulevard is also shown in the Revised CTP to extend west from the Dulles Greenway to Evergreen Mills Road (Route 621) as a four-lane divided facility. No plans are proposed for construction of the segment of Crosstrail Boulevard west of the Greenway.

Leesburg Executive Airport” (Revised General Plan, Policy 8, p. 9-12). Subsequently, in January 2003, the vast majority of the site was remapped to the JLMA-20 zoning district. A stated purpose and intent of the JLMA-20 zoning district, listed in Section 2-1301(A) of the Revised 1993 Zoning Ordinance, is to “provide for uses that are compatible with the Leesburg Executive Airport and allow for future expansion of the airport and/or maintain existing agricultural use.”

The JLMA-20 district protected the airport by supporting a low density-rural land use pattern which, until recent years, was consistent with the community surrounding the airport. Recent road improvements, airport expansion plans, and increased development in Leesburg near the airport (the Oaklawn planned development, Heritage High School, County facilities) suggest that the character of the area surrounding the airport is changing and that the Revised General Plan ultimate land use proposals for light industrial and regional office development would be appropriate.

**B. SUMMARY OF OUTSTANDING ISSUES**

Staff supports this application, based on the findings listed above, although a Virginia Department of Transportation (VDOT) Chapter 527 Traffic Impact Study has not yet been received. Applicable state law requires that a Chapter 527 study be completed and reviewed by VDOT prior to action by the Board of Supervisors.

The Town of Leesburg has not commented to date. The 2005 Town Plan suggests a land use designation of Regional Office development for the area. While the PD-IP district allows up to 100 percent office use, a range of employment uses is permitted. Staff anticipates comments in time for the July 10, 2008 Planning Commission briefing.

**C. OVERALL ANALYSIS**

**LAND USE**

The area of the proposed rezoning is governed by the Revised General Plan and by the Toll Road Plan. Policies of both plans designate the area for Business and Keynote Employment uses, recommending regional office and/or light industrial uses with no residential component. According to the Revised General Plan, the area is designated for Business and, south of the proposed alignment of Crosstrail Boulevard in the southern quarter, Keynote Employment uses (Revised General Plan, Planned Land Use Map). A four-acre portion south of Sycolin Creek is located in the Transition Policy Area and is planned for low-density residential development.

The area proposed for remapping is located primarily in the Leesburg Joint Land Management Area (JLMA) with a small 4.75-acre portion on the south side of Sycolin Creek that is contained in the Lower Sycolin Subarea of the Transition Policy Area. The current JLMA-20 and TR-10 zoning is consistent with the Revised General Plan insofar as it helps to protect Leesburg Executive Airport by permitting low density development and a range of non-residential uses reflecting the agricultural history of the area. The proposed PD-IP district also provides for uses that are compatible with the airport but better implements the future land use pattern that the Business Community land use designation envisions within the Leesburg JLMA. The PD-IP district would also encompass the 4.75 acres in the Transition Policy Area that is planned for clustered residential development and limited non-residential uses. However this small section is primarily a major floodplain in which no building activity could take place and so would serve as an open space buffer between developed area to the north and the rest of the Transition Policy Area to the south.



The Business Community land use designation supports regional office and light industrial development, with the recommended land use mix for each listed below. The regional office land use mix contains a residential component that the light industrial mix does not include. The proposed PD-IP zoning better reflects the land use mix recommended under light industrial, in that neither the zoning district nor the land use mix requires residential uses. Under the light industrial land use mix, a minimum of 45 percent of the land area should be allocated to light industrial uses and up to 40 percent allocated to office uses, with a minimum of 15 percent of the area devoted to civic and open space uses. Limited retail and residential uses may be present but are not required.

**Revised General Plan Business Community—Regional Office Land Use Mix**

<b>Land Use Category</b>	<b>Minimum Required</b>	<b>Maximum Permitted</b>
High Density Residential	15%	25%
Regional Office	50%	70%
Commercial Retail & Services	0%	10%
Light Industrial/Flex	0%	20%
Overall Commercial & Light Industrial	0%	20%
Public and Civic	5%	No Maximum
Public Parks and Open Space	10%	No Maximum

**Revised General Plan Business Community—Light Industrial Land Use Mix**

<b>Land Use Category</b>	<b>Minimum Required</b>	<b>Maximum Permitted</b>
High Density Residential	0%	25%
Commercial Retail & Services	0%	10%
Regional Office	0%	40%
Overall Commercial & Light Industrial	0%	40%
Light Industrial/Flex	45%	85%
Public and Civic	5%	No Maximum
Public Parks and Open Space	10%	No Maximum

The PD-IP district is also consistent and furthers the Keynote Employment Center land use designation that covers the area to the south of the Crosstrail Boulevard alignment. The Keynote Employment land use mix includes office or research and development businesses supported by retail and civic uses and open space, and does not include any residential development. The PD-IP district also does not permit any residential development but does permit up to 100 percent office development, and limited retail development, consistent with the planned land use.

**Revised General Plan Business Community—Keynote Employment Center Land Use Mix**

<b>Land Use Category</b>	<b>Minimum Required</b>	<b>Maximum Permitted</b>
Regional Office	70%	85%
Commercial Retail & Services	0%	10%
Public and Civic	5%	No Maximum
Public Parks and Open Space	10%	No Maximum

The Town of Leesburg's 2005 Town Plan designates the entire area as appropriate for Regional Office uses. The Town's Regional Office designation, however, does provide for a mixed-use component that allows up to 25 percent residential use. At the same time, the 2005 Town Plan contains policy guidance that limits residential use in areas close to the airport, such as in the Town's Community Office/Light Industrial designation that does not include a residential component and includes land to the north and east of the airport. Despite the Town's Regional Office designation for the subject area, there nevertheless is consensus among all three plans of the County and the Town that residential uses are inappropriate in this area.

### COORDINATION WITH TOWN OF LEESBURG

The Revised General Plan designates the subject property as located within the Leesburg Joint Land Management Area (JLMA) (Revised General Plan, Leesburg & JLMA Map, Chapter 9). Within the JLMA, County policies emphasize a coordinated approach between the Town and County. The JLMA is intended to serve as an area for growth or transition between the Town and the County, and the Town may consider properties within the JLMA for incorporation into the Town's corporate limits. The Revised General Plan anticipates that the Town and the County will continue to work collaboratively to establish policy governing the area around Leesburg (Revised General Plan, Policies 1 and 3, p. 9-2 and p. 9-5).

Town and County representatives have been meeting since October 2006 studying the potential annexation of additional land in the Leesburg JLMA into the Town and the establishment of a new annexation agreement. The existing annexation agreement and the Annexation Area Development Policies (AADPs) were approved in 1983. Referral comments for this zoning amendment were solicited from the Town of Leesburg in accordance with standard practice and the AADPs. A referral from the Town is expected by the time of the Planning Commission Public Hearing.

### AIRPORT COMPATIBILITY

The proposed rezoning to PD-IP, which excludes residential development, would be consistent with the planned land use for the area and would help ensure compatibility with the Leesburg Executive Airport. The boundaries of the proposed district lie under the overhead flight pattern of the airport, which extends approximately  $\frac{3}{4}$  to 1 mile west of the airport runway. The airport, operational since 1964, is a designated reliever on the Virginia Air Transportation System for Dulles International Airport. From an economic standpoint, Leesburg Executive Airport was estimated in a 2001 Commonwealth of Virginia Economic Impact Study to generate 257 jobs, \$8.23 million in payroll, and \$16.30 million in direct economic activity. Further, the Revised General Plan states that the subject property "will be remapped to zoning classifications that are compatible with the Land Use Map and that are compatible with the Leesburg Executive Airport (Revised General Plan, Policy 8, p. 9-12)." Compatibility with the airport is determined in respect to building heights, noise levels, safety, and overflight.

### UTILITIES

Current Revised General Plan policy specifies that the Towns will provide public water and sewer within their respective JLMAs, unless a different provider is mutually agreed upon by the County and the Town (Revised General Plan, Policy 1, p. 9-7). The Town of Leesburg has stated in previous referrals that, as contemplated by its Utility Master Plan, it has the capacity to serve the area.

## **TRANSPORTATION**

### **Existing Conditions/Improvements**

The site is located east of the Dulles Greenway (Route 267), west of Sycolin Road (Route 643) and Leesburg Executive Airport), north of Shreve Mill Road (Route 653), and south of Battlefield Parkway. Two interchanges of the Dulles Greenway, at Battlefield Parkway interchange and further south at Crosstrail Boulevard/Shreve Mill Road, have been constructed and serve the area.

### **Trip Generation**

The County's Office of Transportation Services (OTS) has estimated that the area if remapped to the proposed zoning district would generate approximately 55,635 average weekday trips (ADT) at buildout, which includes 6,084 total AM peak hour trips (5,415 in and 669 out) and 6,520 PM peak hour trips (913 in and 5,607 out). The estimate is based upon the by-right use (office) having the highest possible trip generation rate. Trip generation for the existing JLMA-20 zoning is 200 average weekday trips. Although no development is proposed for the area currently, buildout is estimated to occur by 2030.

Due to the estimated number of trips that development of the area could generate as a result of the proposed rezoning, the proposed zoning amendment is subject to the Virginia Department of Transportation (VDOT) Chapter 527 Traffic Impact Study regulations. OTS staff have consulted with VDOT staff regarding development and review of such a study, however, a traffic study has not yet been undertaken due to the accelerated timeline of the proposed zoning amendment. The Chapter 527 Study is to be completed and reviewed by VDOT prior to Board of Supervisors action on the amendment. OTS staff have begun the process to retain a consultant to prepare the traffic study. The 527 Study will identify impacts but will not include recommendation directives.

### **Future Improvement**

The undeveloped 440-area would require on-site roads that are included in the Countywide Transportation Plan (CTP), such as Crosstrail Boulevard and the Airport Area Connector, to access much of the district. Construction of the roadways will be needed to access future development on the property. If full construction is not provided during initial site development, right-of-way reservation and/or dedication for the ultimate section of each roadway should be provided that is consistent with the CTP.





## ZONING

This proposed rezoning is governed under the requirements of the Revised 1993 Zoning Ordinance. The rezoning amendment proposes to rezone the property to the PD-IP zoning districts. The entire area is within the Airport Impact (AI) Overlay District (Section 4-1400, 1993 Revised Zoning Ordinance), as shown on the zoning map, and portions of the area are also subject to the Floodplain Overlay District (FOD). The Scenic Creek Valley Buffer requirements (Section 5-1000 et seq. of the Revised 1993 Zoning Ordinance) are also in effect for a portion of the site.

The area contains 437.49 acres, however, 35.73 acres are designated as a major floodplain draining more than 640 acres, leaving a net 401.76 developable acres. The maximum floor area ratio (FAR) for the PD-IP district under Section 4-500 of the Revised 1993 Zoning Ordinance is 0.4, although an FAR of 0.6 is available through special exception. Generally, the maximum building height in the district is 45 feet. With additional setback provided from streets or lot lines that do not border zoning districts with lower maximum height restrictions, buildings may extend to 100 feet high with an additional 1 foot of setback for each 1 foot of additional height. Of the area covered by the Airport Impact Overlay District, only 1.67 acres is located within the Ldn 65 buffer area and has height and other building restrictions that may be imposed upon uses that would be allowed in the PD-IP district. The Scenic Creek Valley Buffer requirements establish setback requirements in areas that are adjacent to scenic rivers and all waterways draining greater than 640 acres. Otherwise developable land within the setback area may be counted for density computation purposes and applied toward the construction of improvements outside the setback area.

## ECONOMIC DEVELOPMENT

Rezoning of the area to a commercial district is warranted in light of the location between the Dulles Greenway and Leesburg Executive Airport. The Greenway functions as an extension of the Dulles Toll Road, the corridor of which has become a desirable office market. Office users locating along the Greenway could benefit from the high visibility that the corridor offers, and taller buildings especially could benefit from a location at this edge of the proposed district.

## FISCAL IMPACT

There is no fiscal impact to the extent that the zoning amendment changes the zoning district but does not specify a use. No development application is associated with the proposed amendment. Under the JLMA-20 zoning district regulations, the area could develop up to 20 homes. The Capital Facilities impact would be \$936,000. The PD-IP zoning district would permit between 4.3 million and 7.0 million square feet on non-residential floor area, which typically contributes more in tax revenue than in expanded public services. Consequently the net fiscal impact should be positive.

## EXISTING SITE CONDITIONS

As noted above, the area is characterized by generally level terrain, with tree cover on much of the southern two-thirds of the site. Hardwood cover dominates the stream corridors on the forested portions of the site, with Eastern Red Cedar accounting for the majority of other forested areas on the property. Moderately steep and steep slopes are located adjacent to stream corridors on the southern portion of the site. Four tributaries to Sycolin Creek flow generally south across the site, joining Sycolin Creek in the vicinity of Shreve Mill Road. These corridors include extensive wetland areas. Major floodplain is present along Sycolin Creek and along one of the tributaries, while

minor floodplain extends northward into the site along another tributary. In addition, a significant isolated wetland, best characterized as a vernal pool, is located in the north-central portion of the site.

### **Forests, Trees & Vegetation**

A key element of preserving existing site conditions is the integration of existing trees and vegetation into the design of new developments. The County's forests and trees improve air and water quality, offer important habitat for wildlife, and are excellent buffers between communities. Forests and trees conserve energy by providing shade and evaporative cooling through transpiration. They also redirect airflow and reduce wind speed, stormwater runoff, and soil erosion (Revised General Plan, text, p. 5-32). Furthermore, existing vegetation is a superior habitat resource for new tree plantings because they retain essential ecosystem components that support tree and forest re-growth (Revised General Plan, text, p. 5-32).

### **Surface Water**

Protecting groundwater and surface water (e.g., streams and wetlands) from contamination and pollution is a major water resource issue for the County (Revised General Plan, text, p. 5-12). The County supports the federal goal of no net loss of wetlands (Revised General Plan, Policy 23, p. 5-11). Plan policies call for the County to work with the U.S. Army Corps of Engineers regional office to regulate wetlands outside of river and stream corridors (Revised General Plan, Policy 13, p. 5-6). Regarding stormwater management, the Revised General Plan encourages the use of Low Impact Design (LID) techniques (Revised General Plan, Policy 2, p. 5-17). LID is also an option under the Facilities Standards Manual (*FSM Section 5.230.A.12*). LID approaches seek to control runoff discharge, volume, frequency, and quality in order to mimic predevelopment runoff conditions through a variety of small-scale site design techniques. LID locates water quality measures in close proximity to proposed impervious areas.

### **Cultural Resources**

The Revised General Plan states the County will require an archeological and historic resources survey as part of all development applications (Revised General Plan, Policy 11, p. 5-36). An archaeological report (Phase 1 identification-level survey) for the area completed for a previously-considered zoning application identified 14 archaeological sites, 3 of which were not previously recorded.

## **D. ZONING ORDINANCE CRITERIA FOR APPROVAL**

*Section 6-1211(E) of the Revised 1993 Loudoun County Zoning Ordinance states " ... (i)f the application is for reclassification of property to a different zoning district classification on the Zoning Map ..., the Planning Commission shall give reasonable consideration to the following matters ...":*

Standard      *Whether the proposed zoning district classification is consistent with the Comprehensive Plan.*

Analysis      The proposed rezoning is consistent with applicable land use policies of the Comprehensive Plan, namely the Revised General Plan and the Toll Road Plan, which call for office and/or light industrial uses in the area.

- Standard      *Whether there are any changed or changing conditions in the area affected that make the proposed rezoning appropriate.*
- Analysis      Increased use (and noise generation) of Leesburg Executive Airport make overflights more common in the area and make residential use incompatible. Increased development to the north and east suggest that the area is changing and Business Community uses are appropriate.
- Standard      *Whether the range of uses in the proposed zoning district classification is compatible with the uses permitted on other property in the immediate vicinity.*
- Analysis      The proposed zoning district is compatible with the current airport operations at the adjacent Leesburg Executive Airport, as well as with the office, commercial retail, and open space uses in the Oaklawn development under construction to the north and northeast of the area. The Dulles Greenway forms the area's western border, and major floodplain in the southern portion of the area provides a buffer to uses located further to the south across Shreve Mill Road.
- Standard      *Whether adequate utility, sewer and water, transportation, school and other facilities exist or can be provided to serve the uses that would be permitted on the property if it were rezoned.*
- Analysis      Adequate utilities exist near the site for service to be provided to the site by the Town of Leesburg in accord with current County and Town policies. Two roadways included in the Countywide Transportation Plan are intended to extend through the area. Access is also available from Battlefield Parkway that forms the proposed district's northern border. Dulles Greenway interchanges are located at Battlefield Parkway and at Shreve Mill Road. The latter interchange will serve Crosstrail Boulevard when that roadway is constructed.
- Standard      *The effect of the proposed rezoning on the County's ground water supply.*
- Analysis      It is envisioned that future development would be served by public water and sewer.
- Standard      *The effect of the uses allowed by the proposed rezoning on the structural capacity of the soils.*
- Analysis      No development proposal is associated with the proposed rezoning.
- Standard      *The impact that the uses permitted if the property were rezoned will have upon the volume of vehicular and pedestrian traffic and traffic safety in the vicinity and whether the proposed rezoning uses sufficient measures to mitigate the impact of through construction traffic on existing neighborhoods and school areas.*
- Analysis      It is estimated that the proposed rezoning would generate approximately 55,635 average weekday trips at buildout, based upon the by-right office use having the highest possible trip generation rate, with buildout estimated to take place by 2030. A VDOT Chapter 527 Traffic Impact Study is to be completed and reviewed by VDOT prior to action on the zoning amendment by the Board of Supervisors. Two roadways included in the Countywide Transportation Plan are planned to extend through the area of the proposed rezoning.

- Standard      *Whether a reasonably viable economic use of the subject property exists under the current zoning.*
- Analysis      Current zoning for the area which is subject to overflights by aircraft using Leesburg Executive Airport permits low density residential and agricultural uses. Residential uses in the area, located between the Dulles Greenway and the airport, may be impractical and incompatible with surrounding uses. The property has historically been planned for office and/or light industrial uses, which would enhance the viability of the airport. Currently, there are very low office vacancy rates in the Leesburg area and demand for such facilities is high.
- Standard      *The effect of the proposed rezoning on the environment or natural features, wildlife habitat, vegetation, water quality and air quality.*
- Analysis      No development proposal is associated with the proposed rezoning. The effects of development would be addressed at the site planning stage.
- Standard      *Whether the proposed rezoning encourages economic development activities in areas designated by the Comprehensive Plan and provides desirable employment and enlarges the tax base.*
- Analysis      Current plan policy would allow for office, light industrial, and some retail uses on the site. All of these uses would provide desirable employment and enlarge the tax base. The proposed rezoning is consistent with plan policy for this area and should provide support for the future viability of Leesburg Executive Airport.
- Standard      *Whether the proposed rezoning considers the needs of agriculture, industry, and businesses in future growth.*
- Analysis      The proposed rezoning would allow light industrial and office uses in an area adjacent to the Dulles Greenway and other important thoroughfares providing access, as well as the Oaklawn development under construction to the north and northeast of the area in the Town of Leesburg which contains residential, office, and commercial retail uses.
- Standard      *Whether the proposed rezoning considers the current and future requirements of the community as to land for various purposes as determined by population and economic studies.*
- Analysis      The number of housing units in the Leesburg subarea that includes the Town of Leesburg and surrounding area is forecast to increase approximately 68.6 percent by 2035 to 31,062 housing units. The increase in housing units provides an approximation of the increase in population that may also be expected in that timeframe. The rezoning provides a close-by employment area that could provide jobs for the anticipated increase in population. Approval of this proposal would also likely enhance the long-term viability of Leesburg Executive Airport, which plays a significant role in the County's economy and on operations at Dulles Airport.



- Standard**      *Whether the proposed rezoning encourages the conservation of properties and their values and the encouragement of the most appropriate use of land throughout the County.*
- Analysis**      The proposed rezoning in this area would likely have a positive impact on Leesburg Executive Airport as well as uses located in the adjacent Oaklawn development currently under construction to the north and east along Battlefield Parkway.
- Standard**      *Whether the proposed rezoning considers trends of growth or changes, employment, and economic factors, the need for housing, probable future economic and population growth of the County and the capacity of existing and/or planned public facilities and infrastructure.*
- Analysis**      The proposed rezoning is consistent with the planned land use and transportation infrastructure in this part of the County. The light industrial and office uses permitted by the proposed zoning district would provide employment opportunities for nearby residential uses either existing or under construction.
- Standard**      *The effect of the proposed rezoning to provide moderate housing by enhancing opportunities for all qualified residents of Loudoun County.*
- Analysis**      The proposed zoning district does not permit residential use.
- Standard**      *The effect of the rezoning on natural, scenic, archaeological, or historic features of significant importance.*
- Analysis**      The proposed rezoning does not include a specific development component and as such has no effect on natural, scenic, archaeological, or historic features of significant importance.

<b>VI. ATTACHMENTS</b>		<b>PAGE NUMBER</b>
<b>1. Review Agency Comments</b>		
a. Planning Department, Community Planning	(6/30/08)	A-1
b. Office of Transportation Services (OTS)	(6/27/08)	A-5
c. Building & Development, Zoning Administration	(6/27/08)	A-11
d. Department of Economic Development	(6/30/08)	A-23
<b>2. Board of Supervisors, Resolution of Intent to Amend Zoning Map</b>	(6/4/08)	A-25
<b>3. Board of Supervisors, Correction of Resolution, Scrivener's Error</b>	(6/23/08)	A-29
<b>4. Aerial Map of Area</b>	(7/2/08)	Follows A-30

**NOTE:** Attachments are not available electronically, but may be viewed at the Planning Department Front Counter or in the Building & Development File Room.

**This page intentionally left blank.**

**County of Loudoun**  
**Department of Planning**  
**MEMORANDUM**

**DATE:** July 1, 2008

**TO:** Rodion Iwanczuk, AICP, Project Manager  
Community Information and Outreach

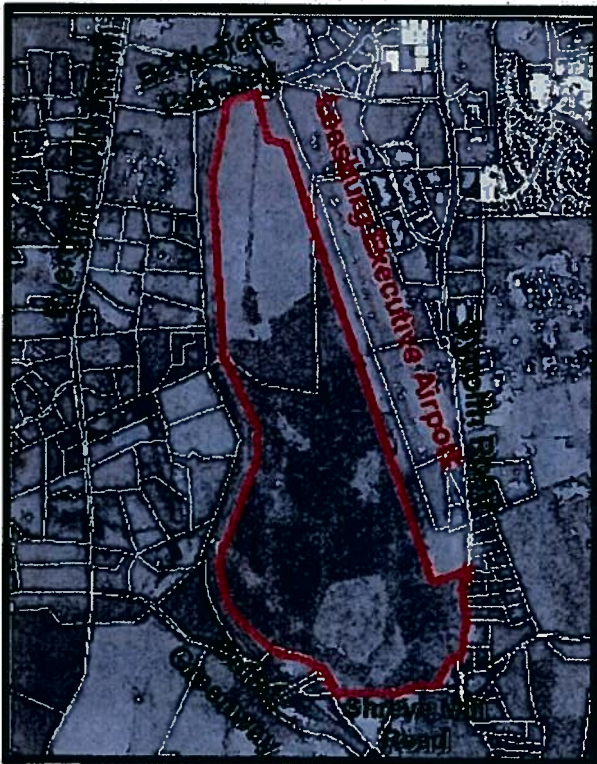
**FROM:** Joe Gorney, AICP, Senior Planner *CK for JG*  
Community Planning



**SUBJECT:** ZMAP 2008-0009 Crosstrail

**BACKGROUND**

The Loudoun County, Virginia Board of Supervisors, by Resolution of Intent on June 3, 2008, seeks the rezoning of approximately 440 acres from the JLMA-20 (Joint Land Management Area-20) and TR-10 (Transitional Residential-10) zoning districts to the PD-IP (Planned Development—Industrial Park) zoning district.



The property is located east of the Dulles Greenway (Route 267), west of Sycolin Road (Route 643) and the Leesburg Executive Airport, north of Shreve Mill Road (Route 653) and south of Battlefield Parkway. The property is also located within the Ldn 60 and 65 aircraft noise contours of the Leesburg Airport.

The site features floodplain, jurisdictional wetlands, river and stream, archeological, historic, and forest resources, along with steep and moderately steep slope conditions.

The property is planned for Business uses.

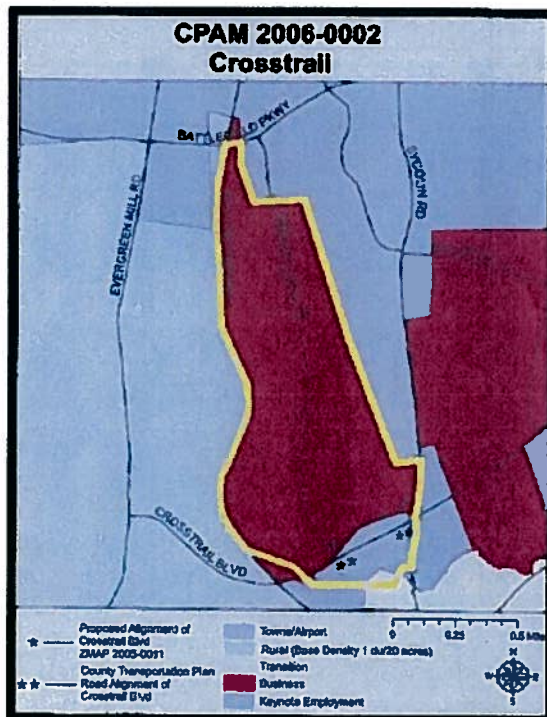
**Vicinity Map**

## COMPLIANCE WITH THE COMPREHENSIVE PLAN

### Land Use

The policies of the Revised General Plan designate the property for Business and Keynote Employment uses (See map below: CPAM 2006-0002, Crosstrail, December 5, 2006). On December 5, 2006 the Board of Supervisors changed the Crosstrail property planned land use designation from Keynote Employment to Business with the exception of the property south of Crosstrail Boulevard. A 4.7 acre area along the south side of Sycolin Creek falls within the Transition Policy Area.

The Business Community designation supports regional office and light industrial development. Under the Light Industrial land use mix a minimum of 45% of the land area should be allocated for light industrial uses and up to 40% allocated for office uses. A minimum of 15% of the area is to be allocated to civic and open space uses. Limited retail and residential components are permitted but not required (Revised General Plan, Policy 5, pg. 6-29).



Close proximity to the Leesburg Airport and the Dulles Greenway and a location that serves as a gateway to the Town make the site highly desirable for Regional Office development. The Leesburg Comprehensive Plan calls for office development. However, residential development is a necessary component of the County's Regional Office land use mix. Given the close proximity to Leesburg Airport, residential development in this area would not be consistent with Plan objectives.

The Keynote Employment recommended land use mix includes office or research and development businesses supported by retail and civic uses and an open space component. The Keynote Employment land use mix does not include residential development (Revised General Plan, Policy 4, pg. 6-28). The PD-IP zoning district permits office development and under certain circumstances permits 100 percent office development, and limited retail development,

consistent with the planned land use.

The property also includes approximately 5 acres within the major floodplain on the south side of Sycolin Creek. The site is within the Lower Sycolin Subarea of the Transition Policy Area and is planned for clustered residential development and limited non-residential uses (Revised General Plan, Policy 2, pg. 8-6). Sycolin Creek and the associated major floodplain serve as a clear boundary between the subject property and the remainder of the Transition Policy Area. As a practical matter, the approximately 5-acre site will serve as an open space buffer. Zoning the entire property to PD-IP avoids a split-zoned property and allows the property developer to have the benefit of the floodplain to meet open space and

buffer requirements. The rezoning does not increase the development potential on the portion of the site within the Transition area.

### **Airport Compatibility**

The boundaries of the proposed development lie under the overhead flight pattern for the Airport, which extends approximately  $\frac{3}{4}$  to 1 mile west of the runway. The Airport, which has been operational since 1964, is an important component of the multi-modal transportation system serving Loudoun County and the surrounding region (*CTP, text, p. 2-2*). The Airport is a designated reliever on the Virginia Air Transportation System for the Dulles International Airport. Recognizing the criticality of the Leesburg Airport operations to the State Air Transportation System, the Revised General Plan states that the property in question "will be remapped to zoning classifications that are compatible with the Land Use Map and that are compatible with the Leesburg Executive Airport" (Revised General Plan, Policy 8, p. 9-12). Compatibility concerns relate to heights, noise levels, safety, and overflight.

Protecting the viability of the Leesburg Executive Airport is important from an economic standpoint. A 2001 Commonwealth of Virginia Economic Impact Study estimated 257 jobs, \$8.23 million in Payroll, and \$16.30 million in direct economic activity generated by the Leesburg Executive Airport (Economic Impact Study, Virginia Department of Aviation).

The current zoning of the property, Joint Land Management Area - 20 (JLMA-20), is consistent with the Revised General Plan to the extent that the zoning district helps protect the Leesburg Airport by permitting low density development and a range of non-residential uses that reflect the agricultural history of the area. The proposed PD-IP zoning also provides for uses that are compatible with the Airport. However, the PD-IP district better implements the future land use pattern envisioned by the Business Community land use designation.

### **CONCLUSIONS**

The proposed rezoning permits office and light industrial development consistent with the policies of the Revised General Plan and is compatible with the Leesburg Executive Airport. The PD-IP district permits up to 100 percent office development or a combination of office, light industrial, retail, civic and open space uses.

The PD-IP zoning allows office development consistent with the Town Comprehensive Plan. While not limiting development to office uses to the extent the Town Plan envisions, the PD-IP zoning implements a land use pattern that excludes residential development consistent with the Town Plan.

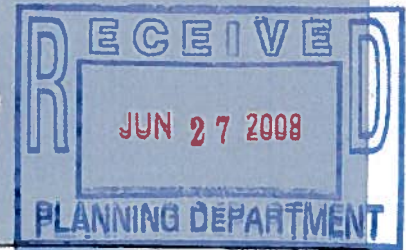
The portion of the property that falls under the Transition Area policies will serve as a buffer between the JLMA and the Transition Area and will not contribute towards the development potential within the JLMA or the Transition Area. Including the 4.7 acre area within the larger parcel provides a logical development solution for a property with multiple land use objectives.

cc: Julie Pastor, AICP, Director, Department of Planning  
Cindy Keegan, AICP, Program Manager, Community Planning (via email)

**This page intentionally left blank.**



**County of Loudoun**  
**Office of Transportation Services**  
**MEMORANDUM**



**DATE:** June 27, 2008

**TO:** Rodion Iwanczuk, Project Manager  
Department of Planning

**FROM:** Lou Mosurak, AICP, Senior Transportation Planner *LM*

**SUBJECT:** ZMAP 2008-0009 — Leesburg West JLMA  
First Referral

---

**Background**

This application, initiated by the Board of Supervisors on June 3, 2008, proposes to rezone approximately 434 acres from JLMA-20 to PD-IP for development of by-right uses within the PD-IP district. As part of its resolution initiating the application, the Board requested that the Planning Commission make a recommendation on the proposed rezoning within 90 days. The site is currently vacant and is located east of the Dulles Greenway (Route 267), west of Sycolin Road (Route 643) and Leesburg Executive Airport, north of Shreve Mill Road (Route 653) and south of Battlefield Parkway. The Leesburg Corporate Limits are adjacent to or are in close proximity to the site on the east, north, and northwest. A vicinity map is provided as *Attachment 1*. Access to the site is currently available via Battlefield Parkway, Shreve Mill Road, and Sycolin Road (south of the Leesburg Executive Airport). Access to the area from the Dulles Greenway is provided via recently-constructed interchanges at Battlefield Parkway (Exit 2) and Shreve Mill Road (Exit 3).

In its consideration of this application, the Office of Transportation Services (OTS) reviewed materials received from the Department of Planning on June 18, 2008, including (1) a cover/information memorandum; (2) the June 3, 2008 Board of Supervisors resolution of intent to amend the zoning map for this property, and initiation of this rezoning application; (3) a referral cover memorandum; and (4) site vicinity and existing conditions maps.

**Existing, Planned and Programmed Transportation Facilities**

Major roadways serving the site are described below. References to the 2001 Revised Countywide Transportation Plan (2001 Revised CTP) are taken from CTP Appendix 1 (Design Guidelines for Major Roadways). Planned and/or ongoing design and construction projects are noted where applicable.

Dulles Greenway (Route 267) is a private toll road classified by the 2001 Revised CTP as a limited access principal arterial. It runs from the Leesburg Bypass south and east to Dulles Airport, where it connects with Route 28 and the Dulles Toll Road. The Greenway is currently constructed to its ultimate six-lane divided (R6M) condition, with full-movement

interchanges at a number of locations, including the Leesburg Bypass (Exit 1), Battlefield Parkway (Exit 2), and Shreve Mill Road (Exit 3).

**Battlefield Parkway** is a partially-completed urban roadway which, when completed, will form an eastern "loop" through the Town of Leesburg, ultimately running from North King Street (Business U.S. Route 15) near Ida Lee Park to South King Street (U.S. Route 15) opposite Meade Drive. In the vicinity of the subject property, Battlefield Parkway has been constructed and is open to traffic from Evergreen Mills Road (Route 621) east to Kincaid Boulevard, with a full-movement interchange at the Dulles Greenway. This segment of Battlefield Parkway is currently a two and/or four-lane facility, and, according to the Town of Leesburg, is ultimately planned to be widened to a six-lane divided (U6M) facility. Battlefield Parkway has replaced Tolbert Lane as the connection between Evergreen Mills Road and Sycolin Road. The segment of Battlefield Parkway between Kincaid Boulevard and East Market Street (Route 7) is currently under construction by VDOT, and is anticipated to be completed and open to traffic by 2010. The segment of Battlefield Parkway between South King Street and Evergreen Mills Road is to be constructed by the Town of Leesburg and is anticipated to be completed and open to traffic by 2011.

**Sycolin Road (Route 643)** provides a connection between the Route 15 Bypass in Leesburg and Belmont Ridge Road (Route 659) in Ashburn. Within the Town of Leesburg, the road is generally a two-lane section, though improvements (described below) are underway to widen the road to a four-lane divided (U4M) facility. The **2001 Revised CTP** currently designates the segment south of Battlefield Parkway to Route 659 in Ashburn as a minor collector, with planned ultimate improvements to a four-lane divided (U4M) facility and reclassification of the roadway to a major collector.

Currently, there are three separate projects which propose improvements to various segments of Sycolin Road between the Leesburg Bypass and Route 659. In order from north to south, these are:

- **Town of Leesburg Project** – The Town of Leesburg is currently designing and constructing improvements to widen Sycolin Road to a four-lane divided (U4M) section from the Leesburg Bypass to the southern Town Limits. Construction is underway between Battlefield Parkway and Tolbert Lane. According to the Town of Leesburg, design work for Phase III of the Town Project (from just south of Tolbert Lane to the Town Limits) has been completed, but no construction funds have been identified.
- **Loudoun County Project** – The Loudoun County Office of Capital Construction (OCC) has completed the design for improvements to widen an additional segment of Sycolin Road from the Town Limits south for approximately ½ mile, to a point just beyond the future intersection with the Bolen Park Access Road. This widening includes turn lanes and other improvements at the intersection of Sycolin Road and Loudoun Center Place. The County's Sycolin Road improvements were necessitated in large part due to the future development of Phil Bolen Park; the Leesburg Park and Ride Lot (located on the Bolen Park Access Road); and additional development within the County support complex. Full



construction funds have been identified, and OCC advises that the project will be bid in the near future, with construction anticipated to be completed by mid-2009.

- VDOT Project – The Virginia Department of Transportation (VDOT) is currently designing improvements to complete a paved two-lane (R2) section of Sycolin Road for each of the two remaining unpaved segments of roadway (totaling approximately 1.3 miles) between the Leesburg Town Limits and Route 659 in Ashburn. The project is included in VDOT's Secondary Six-Year Plan, and construction funding has been identified. The project is expected to be bid in October 2008, with construction completed by the end of 2009.

Shreve Mill Road (Route 653) is a one- to two-lane unpaved local road which traverses the southern portion of the site, providing a connection between Sycolin Road and Evergreen Mills Road. There is a low-water crossing of Sycolin Creek, as well as a full-movement interchange at the Dulles Greenway. The portion of the roadway that is part of the interchange bridge and adjacent approaches on either end of the bridge are paved.

Crosstrail Boulevard (Route 653 Relocated) is identified by the 2001 Revised CTP as a future major collector roadway, which will eventually run from East Market Street (Route 7) opposite River Creek Parkway to Evergreen Mills Road (Route 621). The segment east of the Dulles Greenway is planned as an ultimate six-lane (U6M) divided roadway, while the segment west of the Dulles Greenway is planned as an ultimate four-lane divided (U4M) roadway. Crosstrail Boulevard will utilize the existing U6M bridge over the Dulles Greenway at the Shreve Mill Road interchange. Crosstrail Boulevard, on its planned alignment, will essentially replace existing Shreve Mill Road between Evergreen Mills Road and Sycolin Road.

Airport Area Connector is identified by the 2001 Revised CTP as a future four-lane undivided (U4) minor collector roadway which will connect Battlefield Parkway to the planned Crosstrail Boulevard. The roadway will provide additional north-south access along the west side of Leesburg Executive Airport. A significant segment of the Airport Area Connector is within the boundaries of the proposed rezoning area, and the road will serve to provide access to future development on the site.

#### **Estimated Site Development Potential / Trip Generation**

OTS staff estimates the maximum development potential on the site at approximately 5.3 million sq ft (403 developable acres at a 0.3 FAR)<sup>1</sup>. Given that this is a remapping to the PD-IP zoning district with no specific uses proposed, staff assumed the by-right use (office) with the highest possible trip generation rate. Using rates contained in the Institute of Transportation Engineer's (ITE's) *Trip Generation (7<sup>th</sup> Edition)*, approximately 5.3 million sq ft of office uses (ITE Code 750 – Office Park) would generate approximately 55,635 average weekday daily trips (ADT). This figure includes 6,084 total AM peak hour trips (5,415 in and 669 out) and 6,520 PM peak hour trips (913 in and 5,607 out).

<sup>1</sup> Maximum development potential on the site was estimated as follows: 434 total acres less 31 acres of major floodplain = 403 net acres (developable area). Taking parking requirements into account, the likely maximum FAR that could be realized on the site is 0.3, resulting in 5,266,404 sq ft of potential development (403 acres x 0.3 FAR = 5,266,404 sq ft).

### **Traffic Study**

Given the estimated number of trips that could be realized if this application is approved, the application is subject to VDOT's Chapter 527 Traffic Impact Study regulations. Due to the accelerated timeline under which this application is being reviewed, a traffic study has not been prepared to date. OTS staff has been in consultation with VDOT regarding the development and review of an acceptable traffic study. OTS staff is in the process of retaining consultant services to prepare this traffic study; this study is to be completed and reviewed by VDOT prior to Board of Supervisors action on this application. OTS staff will provide the Planning Commission with further updates on the status of the traffic study at the Briefing and Public Hearing.

### **Transportation Comments**

1. As noted above, the OTS staff is in the process of retaining consultant services to prepare a traffic study consistent with VDOT Chapter 527 requirements. This study will be completed and reviewed by VDOT prior to BOS action on this application.
2. On-site CTP roads (i.e., Crosstrail Boulevard and the Airport Area Connector) are necessary to access large portions of the property. These facilities will need to be constructed as part of the future development of this site. If full construction of these roads is not provided at the time of initial site development, right-of-way (ROW) reservation and/or dedication for the ultimate section of each roadway should be provided at that time consistent with the adopted CTP.

### **Conclusion**

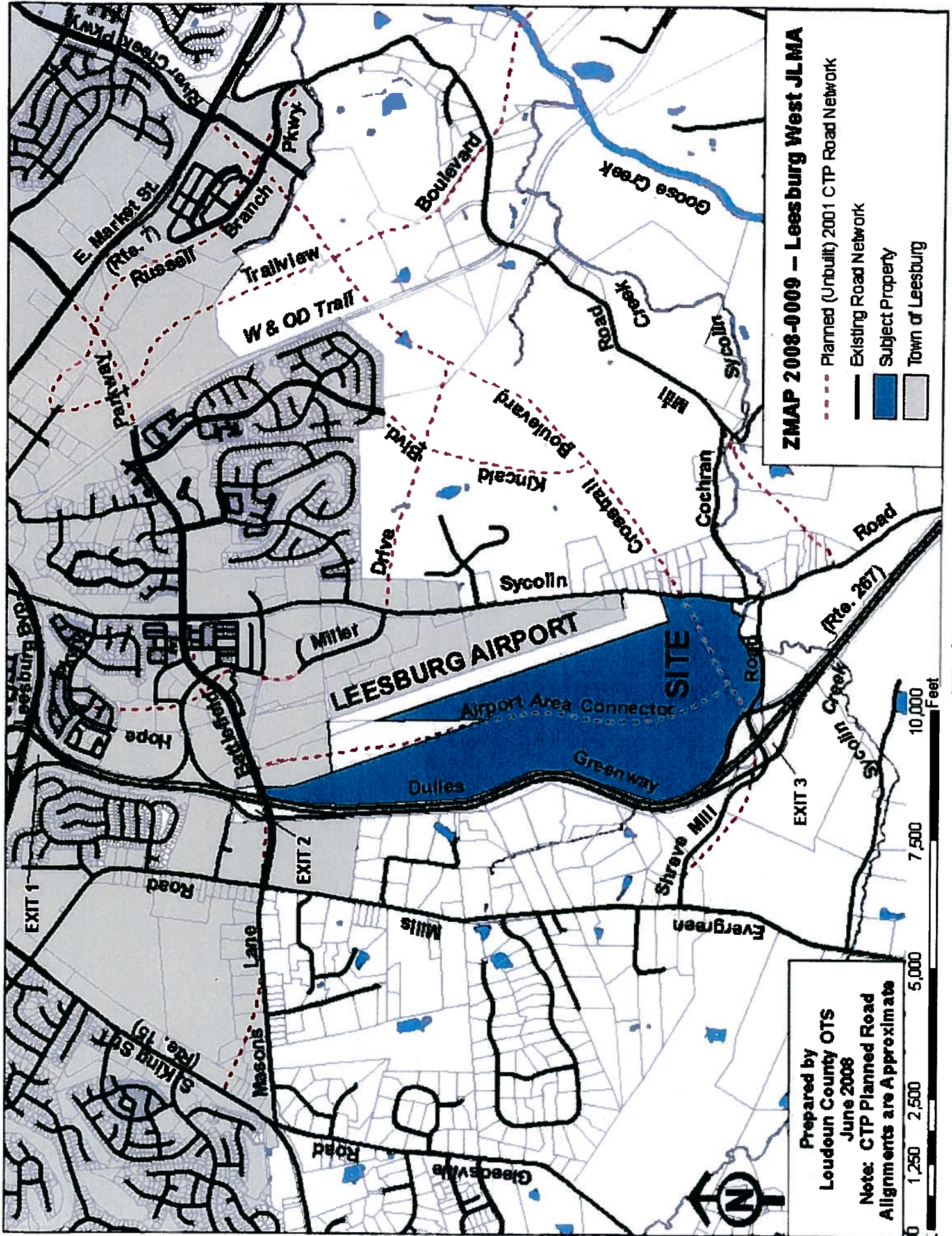
OTS will offer additional review and comment as this application moves forward and the traffic study is developed. OTS staff will be available at the Planning Commission Briefing and Public Hearing to answer questions and provide additional updates regarding the status/progress of the traffic study.

### **ATTACHMENT**

1. Site Vicinity Map with CTP Road Network

cc: Terrie Laycock, Acting Director, OTS  
Andrew Beacher, Assistant Director, OTS  
John Merrithew, Assistant Director, Department of Planning  
Paul Kraucunas, Land Development Section Manager, VDOT  
Alex Faghri, Transportation Engineer, VDOT





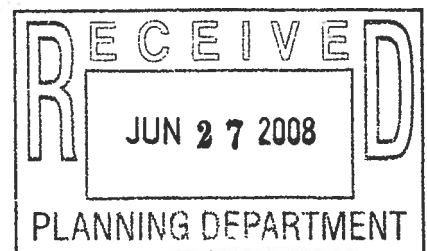
**This page intentionally left blank.**

**COUNTY OF LOUDOUN**  
**DEPARTMENT OF BUILDING AND DEVELOPMENT**  
**ZONING ADMINISTRATION REFERRAL**

**DATE:** June 27, 2008  
**TO:** Rodion Iwanczuk, Project Manager  
**FROM:** Marilee Seigfried, Deputy Zoning Administrator  
**SUBJECT:** ZMAP 2008-0009 Leesburg West JLMA

Attached is a copy of the PD-IP district regulations. Let me know if you need anything else.

ATTACHMENT 1c



A-11

**This page intentionally left blank.**

## **Section 4-500**

### **PD-IP Planned Development - Industrial Park.**

#### **4-501**

**Purpose.** The district is established for light and medium industrial uses, office uses, and necessary supporting accessory uses and facilities, designed with a park-like atmosphere to complement surrounding land uses by means of appropriate siting of buildings and service areas, attractive architecture, and effective landscape buffering.

#### **4-502**

**Size and Location.** PD-IP districts shall be located in areas served by one or more major arterial or collector roads, by public water and sewer, and consistent with locations identified in the Comprehensive Plan for industrial use. When mapped, the district shall be no less than twenty (20) acres in size. Incremental and contiguous additions of a minimum of one (1) acre to an existing PD-IP zoning district shall be allowed. Incremental additions must demonstrate their relationship and compatibility with the previously approved district to which it is being added.

#### **4-503**

**Permitted Uses.** The following uses shall be permitted in any PD-IP district, subject to the requirements and limitations of these regulations.

- (A) Adult day care center.
- (B) Agriculture, horticulture, forestry, or fishery.
- (C) Commuter parking lot.
- (D) Distribution facility.
- (E) Facility for scheduled lessons such as: dance, gymnastics, judo and sports training.
- (F) Flex industrial use, pursuant to Section 5-608.
- (G) Office, administrative, business and professional, (i.e. office uses) provided:
  - (1) Office uses are an integral design element of a site plan for an industrial site or park containing not less than 40,000 square feet of gross floor area; and
  - (2) Office uses shall be located no further than 100 feet from the setback, as established by Section 5-900, of an arterial or major collector road; and
  - (3) Office uses shall be the prominent features when viewed from adjacent roadways; and

A-13



- (4) Other permitted uses may be co-located with office uses, provided such uses do not have frontage or direct access to an arterial or major collector road and will not exceed forty (40) percent of the gross floor area of the total land area of the industrial site or park; and
- (5) Parking may be located in the side and rear yards and in no case shall parking be located between the building and the arterial or major collector road. On a corner or through lot, there shall be only one front yard as established by Section 1-205(C); and
- (6) Buildings which contain office uses shall contain two stories or more.
- (H) Manufacture, processing, fabrication and/or assembly of products such as, but not limited to: scientific and precision instruments, photographic equipment, communication, computation equipment, drugs, medicines, pharmaceutical, household appliances, toys, sporting and athletic goods, die-cut paperboard and cardboard, glass products made of purchases glass, electric lighting and wiring equipment, service industry machines, lithographic and printing processes, industrial controls, radio and TV receiving sets, watches and clocks, bags and containers, sanitary paper products, optical goods, electrical machinery.
- (I) Post office.
- (J) Radio and television recording studio.
- (K) Recycling drop off collection center, small, pursuant to Section 5-607.
- (L) Research, experimental testing, or development activities.
- (M) Wholesale trade establishment.
- (N) Uses which are supportive and complementary to (which serve the users of) existing permitted and principal uses within a specific industrial park, such as, but not limited to restaurants excluding drive-throughs, business service establishments, personal service establishments, health and fitness centers, and automobile service stations, not to exceed a total of five percent (5%) of the total allowable floor area of the industrial park shown on a concept development plan.

A-14



- (O) Bakery, commercial.
- (P) Bank or financial institution, pursuant to Section 5-659.
- (Q) Dwelling, accessory to a permitted or special exception use.
- (R) Printing service.
- (S) Warehousing facility, pursuant to Section 4-507(E).
- (T) Auction house.
- (U) Business service establishment.
- (V) Health and fitness center.
- (W) Park.
- (X) Postal service, including overnight courier collection and overnight mail distribution facility.
- (Y) Restaurant, carry-out only.
- (Z) Water pumping station.
- (AA) Utility substation, dedicated.
- (BB) Conference or training center.
- (CC) Sewer pumping station.
- (DD) Utility substation, distribution, pursuant to Section 5-616.
- (EE) Church, synagogue, temple or mosque.
- (FF) Motor vehicle service and repair, light.
- (GG) Telecommunications antenna, pursuant to Section 5-618(A).
- (HH) Telecommunications monopole, pursuant to Section 5-618(B)(1).
- (II) Funeral home, pursuant to Section 5-658.
- (JJ) Training Facility.
- (KK) Interactive Science & Technology Center.

A-15

- (LL) Outdoor Storage, Accessory up to 10% of gross floor area of principal use.
- (MM) Contractor service establishment, excluding retail sales and outdoor storage.
- (NN) Recreation establishment, outdoor or indoor, provided:
  - (1) Parking areas for recreation establishments shall be designed to enhance the safety of children as they arrive at and leave the facility; and
  - (2) Recreation establishments shall include a designated pickup and delivery zone, providing at a minimum one (1) parking space per twenty (20) children and shall be located in proximity to the recreation establishment in such a way that provides safe and clearly designated access to enter or exit the facility.

**4-504**

**Special Exception Uses.** The following uses may be approved by the Board of Supervisors pursuant to the provisions of Section 6-1300.

- (A) Office, administrative, business and professional, which do not meet the criteria contained in Section 4-503(G).
- (B) Civic, social, fraternal association meeting place.
- (C) Educational institution.
- (D) Golf driving range.
- (E) Heliport, helistop.
- (F) Hospital, pursuant to Section 5-610.
- (G) Hotel/Motel, pursuant to Section 5-611.
- (H) Public utility service center with or without storage yard.
- (I) Sewage treatment plant.
- (J) Uses which are supportive and complementary to (which serve the users of) existing permitted and principal uses within a specific industrial park, such as, but not limited to restaurants, excluding drive-throughs, business service establishments, personal service establishments, health and fitness centers and automobile service stations; but not to include such uses as car repair except in

*A-16*

conjunction with an automobile service station; in excess of five (5%) percent but not to exceed a total of 25% of the total allowable floor area of the industrial park shown on a concept development plan.

- (K) Utility substation, transmission, pursuant to Section 5-616.
- (L) Utility transmission lines, overhead.
- (M) Water treatment plant.
- (N) Telecommunications monopole, pursuant to Section 5-618(B)(2).
- (O) Medical care facility, outpatient only.
- (P) Motor vehicle service and repair, heavy.
- (Q) Printing service plant.
- (R) Child care center, pursuant to Section 5-609(B).
- (S) Fire and/or rescue station.
- (T) Dry cleaning plant.
- (U) Automotive service station.
- (V) Car wash.
- (W) Golf course.
- (X) Motor vehicle rental, with outdoor vehicle storage only.
- (Y) Personal service establishment
- (Z) Recreation establishment, outdoor or indoor, which do not meet the criteria contained in Section 4-503(NN).
- (AA) Recycling drop-off collection center, large, pursuant to Section 5-607.
- (BB) Mass transit facilities and stations.
- (CC) Water storage tank.
- (DD) Firearm range, archery range, indoor.

- (EE) Gas pumps accessory to a convenience food store, pursuant to Section 5-617.
- (FF) Storage, outdoor accessory in excess of 10% of gross floor area of principal use.
- (GG) Parking Lot/Valet Service, Long-Term.
- (HH) Car wash, accessory to a convenience food store, pursuant to Section 5-617.
- (II) School, public and private.
- (JJ) Telecommunications tower, pursuant to Section 5-618(C)(2).
- (KK) Police station.
- (LL) Motorcycle or ATV sales, rental, repair and associated service.
- (MM) Animal hospital.
- (NN) Camp, day.

#### 4-505

#### **Lot Requirements.**

- (A) **Size.** One (1) acre minimum, exclusive of major floodplain.
- (B) **Yards.**
  - (1) **Adjacent to roads.** Except where a greater setback is required by Section 5-900, no building shall be permitted closer than thirty five (35) feet to the right-of-way from any road and no parking shall be permitted closer than twenty-five (25) feet to the right-of-way from any road. No outdoor storage, areas for collection of refuse, or loading space shall be permitted in such setbacks.
  - (2) **Adjacent to Agricultural and Residential Districts and Land Bays Allowing Residential Uses.** No building, outdoor storage, areas for collection of refuse, or loading area shall be permitted closer than seventy five (75) feet to any agricultural district, any existing or zoned residential district, or land bay allowing residential uses. No parking shall be permitted closer than sixty (60) feet to any such districts and uses. No parking, outdoor storage, areas for collection of refuse, or loading space shall be permitted in

A-18

areas between buildings and such agricultural districts, existing or planned residential districts, or land bays allowing residential uses where such uses are visible from the said agricultural and residential areas. When a PD-IP lot, parcel and/or landbay is developed adjacent to an agricultural district, an existing or zoned residential district, or land bay allowing residential uses, which was zoned for agricultural or residential uses subsequent to the adoption of this zoning ordinance and subsequent to zoning of the subject property as PD-IP, the setback required in (B)(3) below shall apply.

(3) **Adjacent to Other Nonresidential Districts.** Fifteen (15) feet for buildings, parking, outdoor storage, and loading areas, except where a greater area is required by Section 5-1400. In the event that a single parcel is zoned for more than one non-residential zoning district, the applicable yard requirement shall be applied only at the property line and not at the zoning district line.

(4) **Yards Between Buildings.**

(a) Where individual lots or building sites are provided, the minimum required yards between buildings on adjacent lots or building sites shall be thirty (30) feet. Driveways, parking, and covered entrances may be within such yards. Covered walkways connecting buildings, or connecting buildings with parking areas, shall be permitted in such yards.

(b) Where there is more than one building on an individual lot or building site, spacing between such buildings shall be as required for fire protection, but if space is left between buildings, it shall be at least 25 feet in minimum dimension. Covered walkways connecting buildings, or connecting buildings with parking areas are permitted in such yards and may traverse such space.

#### 4-506

#### **Building Requirements.**

(A) **Lot Coverage.** .45 maximum.

(B) **Building Height.** Forty-five (45) feet maximum provided that a building may be erected to a maximum height of one hundred feet

if it is set back from streets or from lot lines that do not constitute boundaries of districts with lower maximum height restrictions, in addition to each of the required minimum yard dimensions, a distance of not less than one (1) foot for each one (1) foot of height that it exceeds the 45-foot limit.

- (C) **Floor Area Ratio.** .40 maximum; up to .60 by Special Exception.

**4-507**

**Use Limitations.**

- (A) **Accessory Structures and Uses.** As an accessory use, parking garages or areas for commuters may be permitted, but spaces for this purpose shall be provided in addition to the required parking spaces provided in Section 5-1100. Accessory structures and uses other than for commuter parking shall be permitted only where said uses and structures are customarily accessory and clearly incidental and subordinate to the permitted principal use and structures.
- (B) **Landscaped Open Space.** Landscaped open space on any individual lot shall not be less than .20 times the buildable area of the lot.
- (C) **Screening and Buffering.** Landscaping, buffering, and screening shall be used to screen outdoor storage, areas for collection of refuse, loading area, and parking from streets and agricultural and residential uses.
- (D) **Outdoor Storage, Accessory.**
- (1) No storage of any kind shall be permitted within any front yard, except for underground bulk storage of gasoline or petroleum products.
  - (2) Underground bulk storage of gasoline or petroleum products shall not be permitted, except for automobile service stations or as incidental to manufacturing and research and development operations or the servicing of company owned or lease vehicles within enclosed areas defined in (3) below.
  - (3) Outdoor storage of new and reusable materials, equipment, and vehicles shall be permitted within enclosed areas which are composed of mixed wood, masonry walls, plantings, or other suitable barriers approved by the Zoning

A-20

Administrator. Such areas must be buffered and screened on the periphery of the storage area.

- (4) Waste materials must be stored in a closed container. The burning of waste materials is prohibited.

(E) **Retails Sales as an accessory use.** Warehousing facilities may have retail sales as an accessory use in accordance with the following:

- (1) Such warehousing facility stores goods for at least one retail establishment located in a zoning district where retail is a permitted principal use.
- (2) At least eighty (80) percent of the gross floor area of the facility is devoted to warehousing facility use that is not a display area or retail sales area and is not accessible to the public.
- (3) Such use shall be designed so that pedestrian and vehicular circulation are coordinated with that on-site and on adjacent properties and vehicular access to the site shall be provided via the internal circulation system of the industrial park.
- (4) Such use shall be designed to provide safe and convenient access and to minimize any potential conflicts between industrial service and delivery vehicles, passenger vehicles and pedestrian traffic.
- (5) Any improvements, such as but not limited to additional parking spaces, travel aisles, additional landscaping, and additional floor area required as the result of the introduction of retail uses to an area designed and developed for industrial uses shall be provided.
- (6) All business, service, storage and display of goods shall be conducted within a completely enclosed building, and all refuse shall be in completely enclosed facilities.
- (7) Notwithstanding the requirements of Section 5-1102 Parking, the retail use shall require one (1) parking space per 500 gross square feet.
- (8) No additional signs are permitted for the retail use; signage for the warehousing facility shall be as provided for in Section 5-1204(D).

A-21

- (9) Submission and approval of a site plan or amended site plan, as appropriate, prior to the establishment of retail sales is required to demonstrate compliance with the aforementioned Use Limitations.
- (F) **Vehicular Access.** Principal vehicular access points shall be designed to encourage smooth traffic flow with controlled turning movements and minimum hazards to vehicular or pedestrian traffic. Minor streets shall not be connected with streets outside the district in such a way as to encourage the use of such minor streets by through traffic. Principal vehicular access routes for public schools shall be designed to avoid through traffic by vehicles serving adjacent industrial properties.
- (G) **Development Setback and Access from Major Roads.** In designing an industrial park development, the following requirements shall be observed:
- (1) **Access from Major Roads.** Access from adjacent public roads shall comply with Section 5-900 of this Ordinance. Notwithstanding the foregoing, schools shall be permitted emergency access to an arterial or major collector road.
  - (2) Primary access shall be prohibited on residential neighborhood streets. This prohibition does not apply to collector roads through residential neighborhoods.
  - (3) Public school buildings shall have a minimum setback of 100 feet from adjacent industrially zoned property.
- (H) **Utility Requirements.** All utility distribution lines located on PD-IP zoned land shall be placed underground.
- (I) **Pedestrian Access for Public Schools.** Public school sites shall provide bicycle and pedestrian accommodations to adjacent residential communities.
- (J) **On-Site Parking of Business Vehicles.** Parking of two-axle vehicles such as automobiles, pick-up trucks, and/or service vans utilized in connection with a permitted use.

A-22



**COUNTY OF LOUDOUN**  
**Departments of Economic Development**



**DATE:** June 30, 2008  
**TO:** Rody Iwanczuk, Project Manager  
**FROM:** Robyn Bailey, Economic Development *RB*  
**SUBJECT:** ZMAP 2008-0009, Leesburg West JLMA Zoning Amendment

---

**Description**

The Loudoun County Board of Supervisors is proposing a rezoning for portions of two parcels of land from JLMA-20 to PDIP. The properties are located on the east site of the Dulles Greenway between Battlefield Parkway and Shreve Mill Road.

**Economic Development**

The Department of Economic Development supports the rezoning of this site to a commercial zoning district. The site is located along the Dulles Greenway and provides a gateway to the Town of Leesburg. The Dulles Toll Road has become well know as a desirable office market for businesses. The Dulles Greenway is a natural extension of the Dulles Toll Road. In addition, the Dulles Greenway is planned for future Metrorail service, an asset to businesses located along this corridor. The proposed rezoning provides potential office users with high visibility on this major corridor.

DED encourages higher density office uses along the Dulles Greenway and prefers a minimum of 4-story office buildings on this important frontage. While PDIP allows office, it is not a requirement either from a density or story height perspective. Nothing prohibits the property owner from developing one-story flex product.


The site also adjoins the Leesburg Executive Airport which is a valuable business resource. PDIP zoning is highly compatible with the airport and provides for buildings that could relate to the airport such as through the fence operations.

---

**This page intentionally left blank.**

**MEMORANDUM**  
**COUNTY OF LOUDOUN**

DATE: June 4, 2008

TO: Department and Agency Heads 

FROM: Kirby M. Bowers, County Administrator

SUBJECT: Action Report of the June 3, 2008 Board of Supervisors Business Meeting

Listed below is a summary report of the Board's action taken at its June 3, 2008 business meeting. On items requiring follow up, the staff person responsible is noted. Please work with your staff to follow through on the Board action as noted.

- APPOINTMENTS

Supervisor Miller moved that the Board of Supervisors confirm 1-6 nominations for appointment to terms expiring December 31, 2011, unless otherwise noted (Consent Item. Seconded by Supervisor McGimsey. The motion passed 9-0):

1. Agricultural District Advisory Committee  
Al Van Huyck
2. Commission on Aging  
Bob Charnoff
3. Community Criminal Justice Board  
John Jorgensen
4. Dulles Town Center Community Development Authority  
(staggered four-year term)  
David Macfarlane (term expires June 30, 2012)
5. Facilities Standards Manual Public Review Committee  
Blake Smith  
Linda Erbs
6. Housing Advisory Board  
Father Arthur Johnson

The Board nominated the following:

Administrator, is authorized to sign the deed approved as to form by the County Attorney, conveying the property to the County and indicating that the conveyance is accepted by the Board of Supervisors pursuant to Va. Code, Section 15.2-1803. The County Attorney, or an authorized representative of his office, is authorized to attend settlement and execute such additional documents as may be reasonable and necessary to consummate the purchase. (Seconded by Supervisor Miller. The motion passed 9-0.)

Staff Contact: John Carlton, County Attorney's Office

- CHENOA C. ABBOTT AND DENNIS A. STEWART ADU PROPERTY

Vice Chairman Buckley moved that the Board of Supervisors ratify the action of the County Attorney in filing the lawsuit on April 21, 2008, to enjoin the foreclosure sale on the ADU property owned by Chenoa C. Abbott and Dennis A. Stewart, and to continue legal proceedings to maintain this ADU in the County's ADU Program. (Seconded by Supervisor Waters. The motion passed 9-0.)

Staff Contact: Jack Roberts, County Attorney

- COMPLIANCE WITH THE AFFORDABLE DWELLING UNIT PROGRAM AND COVENANTS

Vice Chairman Buckley moved that the Board of Supervisors generally authorize the County Attorney to bring any actions necessary to enforce compliance with the Affordable Dwelling Unit Program and Covenants in order to maintain ADU housing units in the ADU Program or to recover money transferred in violation of the ADU Program. (Seconded by Supervisor McGimsey. The motion passed 9-0.)

Staff Contact: Jack Roberts, County Attorney

- INITIATION OF ZONING MAP AMENDMENT FOR THE CROSSTRAIL PROPERTY

Supervisor Kurtz moved that the Board of Supervisors adopt the following resolution initiating a zoning map amendment for the Crosstrails property, a copy of which was presented at this meeting and a copy of which will be provided to the Clerk. (Seconded by Supervisor Burk. The motion passed 9-0.)

WHEREAS, the property known as "Crosstrail" is located in the unincorporated area of the County of Loudoun, adjacent to the Town of Leesburg;

WHEREAS, the portion of Crosstrail lying east of the Dulles Greenway is adjacent to the Leesburg Municipal Airport;

WHEREAS, the County previously zoned the Crosstrail property for low density development consistent with the lack of central utilities, the proximity to the airport, the character of the area, lack of access to the Dulles Greenway, and adjacent planned uses in the Rural and Transition Policy Areas under the 2001 *Revised General Plan*;

WHEREAS, the owner of the Crosstrail property submitted a zoning application in 2005 that proposed developing the property for a mix of uses, including a substantial residential component of over 1000 units;

WHEREAS, the County's comprehensive plan provided that the Town would be the eventual utility provider for the Crosstrail property;

WHEREAS, the County denied the Crosstrail rezoning application because, among other reasons, it did not conform to the comprehensive plan in many respects, it requested inappropriate and unacceptable modifications to numerous Zoning Ordinance requirements, and it included a substantial residential component incompatibly located adjacent to the airport and inconsistent with the long-term economic development goals of the County and Town;

WHEREAS, the Town of Leesburg is willing to provide central utilities to the Crosstrail property for appropriate commercial development and to negotiate an agreement to annex that property into its corporate limits;

WHEREAS, the Dulles Greenway has recently completed construction of the Battlefield Parkway and Shreve Mill Road interchanges, significantly improving access to the property;

WHEREAS, the Town and County wish to ensure that the zoning of the Crosstrail property promotes economic development along this portion of the Dulles Greenway and allows appropriate non-residential uses that are compatible with the Leesburg Municipal Airport;

WHEREAS, the PD-IP (Planned Development-Industrial Park) zoning classification provides a range of non-residential uses, including office park uses and is consistent with the County and Town comprehensive plans for the portion of the Crosstrail property lying east of the Dulles Greenway, considering among other factors the recently constructed access to the Greenway and the willingness of the Town to provide utilities; now, therefore,

BE IT RESOLVED that the Board of Supervisors hereby initiates a rezoning of the following property to the PD-IP (Planned Development-Industrial Park) classification:

The property designated Parcel Identification Number (PIN)  
234388113; and

That portion of the property designated PIN 235201246 lying east of the Dulles Greenway (specifically excluding the portion west of the Greenway, which will retain its AR-1 classification).

BE IT FURTHER RESOLVED that this zoning action is referred to the Planning Commission and that the Planning Commission is requested to conduct its public hearing and make its recommendation to the Board as soon as possible, but no later than 90 days from the approval of this Resolution; and

BE IT FURTHER RESOLVED that the initiation of this zoning map amendment is required by the public necessity, convenience, general welfare and good zoning practice, and is in furtherance of the comprehensive plan for the County.

Staff Contact: Jack Roberts, County Attorney

- VIRTS HOLDINGS LLC PROPERTY

Supervisor Kurtz moved that the Board of Supervisors ratify and approve that certain contract, whereby Virts Holdings, LLC agrees to sell and the County agrees to buy 11.43 acres, more or less, for the amount of Three Hundred Thousand dollars (\$300,000). The Board's approval is contingent upon a determination by the Director of the Office of Capital Construction that the due diligence studies provided for in said contract have been completed and that no matter was discovered as a result of said studies that would warrant cancellation of the contract. The County Administrator, or in his absence the Deputy County Administrator, is authorized to sign a deed approved as to form by the County Attorney, conveying the property to the County and indicating that the conveyance is accepted by the Board of Supervisors pursuant to Va. Code, Section 15.2-1803. The County Attorney, or an authorized representative of his office, is authorized to attend settlement and execute such additional documents as may be reasonable and necessary to consummate the purchase.

Supervisor Kurtz further moved the Board of Supervisors authorize the use of \$300,000 from capital project contingency funds for the purchase of the property. (Seconded by Supervisor Burk. The motion passed 9-0.)

Staff Contact: John Carlton, County Attorney's Office

- AUTHORIZATION FOR PUBLIC HEARING FOR SALE OF COUNTY OWNED REAL ESTATE

Chairman York moved that the Board of Supervisors authorize and direct staff to advertise a public hearing to consider a sale of County property. The property is described as a 7.93-acre portion of Phil Bolen Park (Loudoun County Parcel Identification Number 191-16-9866-000) adjacent to Cochran Mill Road proposed sale price is ONE MILLION SEVEN HUNDRED THOUSAND DOLLARS AND 00/100 DOLLARS (\$1,700,000.00). Said property is located in the Leesburg District. (Seconded by Supervisor Burk. The motion passed 9-0.)

Staff Contact: Jack Roberts, County Attorney

ANNOUNCEMENTS

Chairman York announced that the media would be receiving an e-version of the agenda for meetings as part of an initiative to conserve.

A-28

## **Rodion Iwanczuk - Item for Administrative Items Report**

---

**From:** Jack Roberts  
**To:** Huxta, Linda  
**Date:** 6/23/2008 11:23 AM  
**Subject:** Item for Administrative Items Report  
**CC:** Brown, Ron; Merrithew, John; Pastor, Julie  
**Attachments:** Correction of Resolution, Scrivener's Error.doc

---

Linda,

Attached is an item to correct a scrivener's error in the resolution initiating a PD-IP rezoning for the property adjacent to the Leesburg Airport. The resolution was adopted on June 3, 2008, and included a transposition error in one of the PIN numbers. If possible, I would like this to go on the Administrative Items Report for next week. Please do not hesitate to call if you have any questions. Thanks for your help.

Jack

ATTACHMENT 3

A-29



**CORRECTION OF SCRIVENER'S ERROR: JUNE 3, 2008 RESOLUTION TO INITIATE PD-IP REZONING**

**Background:** On June 3, 2008, the Board of Supervisors adopted a Resolution to initiate a rezoning of certain property near the Town of Leesburg from the JLMA-20 district to the PD-IP district. The general location of the property is between the Dulles Greenway and the Leesburg Airport, adjacent to the Town. The properties to be rezoned are the portions of parcels identified as PIN 234388113 and PIN 235201426 lying east of the Dulles Greenway. The resolution includes a transposition error, citing "(PIN) 235201246" instead of "(PIN) 235201426". (Emphasis added). This item approves a corrected resolution and directs the Clerk to make the appropriate change.

**Motion:** I move that the Board of Supervisors correct and amend the resolution dated June 3, 2008, initiating the rezoning of certain property from the JMLA-20 district to the PD-IP district, to change a property identification number from "(PIN) 235201246" to "(PIN) 235201426". I further move that the Board of Supervisors finds that this is a scrivener's error and that the Clerk is directed to make the referenced correction to the record of the Board's action on this matter.

**Staff contact:** Jack Roberts, County Attorney